

**UNION/SALEM CORRIDOR**

**AN AMENDMENT TO THE ADOPTED LAND USE PLAN**

**THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY**

**VOLUME 2: THE LAND USE PLAN**

**ADOPTED SEPTEMBER 16, 1981**

**PREPARED FOR MEMBERS OF**

**THE UNION/SALEM CORRIDOR LAND USE TASK FORCE**

**BY ITS TECHNICAL ADVISORS,**

**THE STAFF OF**

**THE STAFF OF THE TIPPECANOE COUNTY AREA PLAN COMMISSION**

**APRIL 1989**

**ADOPTED BY THE TIPPECANOE COUNTY AREA PLAN COMMISSION**

**ON APRIL 19, 1989**

**AND BY THE COMMON COUNCIL OF THE CITY OF LAFAYETTE**

**ON MAY 1, 1989**

**THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY  
20 NORTH THIRD STREET  
LAFAYETTE, IN 47901-1209  
765-423-9242  
JOSEPH E. YAHNER, PRESIDENT  
JAMES D. HAWLEY, EXECUTIVE DIRECTOR**



CERTIFICATE

As Executive Director to the Tippecanoe County Area Plan Commission, pursuant to Indiana Code Section 36-7-4-511, I, James D. Hawley, do hereby certify:

that the attached text and graphics, being an amendment to the Land Use Element of the previously adopted Comprehensive Plan for Tippecanoe County, was adopted at a public meeting of the Tippecanoe County Area Plan Commission held April 19, 1989;

that notice for this meeting was made in accord with Indiana Code Section 36-7-4-507; and

that this amendment was adopted by a majority vote of the members of the Tippecanoe County Area Plan Commission as provided by law; and

that this amendment was adopted on May 1, 1989 by resolution of the Common Council of the City of Lafayette, Indiana, as attached.

All the above items I do hereby certify on this 9<sup>th</sup> day of May, 1989.

  
JAMES D. HAWLEY, Executive Director

RECORDED IN RECORD

89-05916

2:25 O'CLOCK P M FEE NC

MAY 9 1989

  
RECORDER TIPPECANOE CO., IN

**AN AMENDMENT TO THE ADOPTED LAND USE PLAN  
TO GUIDE FUTURE DEVELOPMENT WITHIN  
THE UNION/SALEM CORRIDOR, LAFAYETTE, INDIANA**

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## **MEMBERS OF THE UNION/SALEM CORRIDOR LAND USE TASK FORCE**

Charles W. Allen	Jerome Klinker
Linda M. Allen	Tom Marker
Dee Anderson	Carole Marshall
Dorothy M. Andrews	Sherry McLaunchlan
Lillian Barrett	Elda Miller
June Brown	Gerry Mohlman
Jerry Carter	Marie Morse
Lillian Cote	Marcia Oxley
Bill Crane	Skif Peterson
Johanna Downie	Anitra Potts
Doug Eberle	Chris Potts
Harold D. Fannon, Co-Chair	Barry Rubin
Joe D. Fife	Mark Salts
Roger Francis	John Sanderson
Marti Galbreth	Raymond Santos
Mike Godby	Mark Scharer
Chuck Gullion	Wes Shook
Dick Hadley	Don Staley
W. L. Hancock	Pat Stephenson
Paul E. Hess	Tom Yarnall, Co-Chair

## **TECHNICAL ADVISORS**

James D. Hawley, Executive Director  
Bernard Gulker, Assistant Director  
Sallie D. Lee, Assistant Director

## INTRODUCTION

Over the past few years people living and working in neighborhoods adjoining Union and Salem Streets in Lafayette have become increasingly aware of pressures to develop or redevelop sites in the "Union/Salem Corridor."

Union and Salem Streets carry significant amounts of east-west traffic across the Lafayette-West Lafayette area; they directly serve major institutions; they are seen by some as a "gateway" to Purdue University; and they serve all the functions associated with neighborhood streets. Land uses along them are as varied as can be. Building conditions range from poor to excellent. Visual appeal runs the full gamut from handsome to simply ugly.

Early in 1988, the Lafayette City Council called for the formation of a task force to study the neighborhoods involved, and to seek solutions to conflicts that have already begun to arise in this mixed-use corridor. The Task Force is made up of local residents and business people, and representatives of major institutions and public agencies operating within the Corridor. Over the course of the past year some forty persons have participated in task force meetings and exercises. The Council asked the staff of the Tippecanoe County Area Plan Commission to serve as Technical Advisors to the group.

From March through June 1988, the Task Force defined the boundaries of its study area, formed committees that gathered and presented significant information on the Corridor's physical characteristics, and heard guest speakers address important issues. In July, the Task Force met to formally establish its goals for the future of the Union/Salem Corridor.

Using a group participation technique called Nominal Group Process, APC staff worked with members of the Task Force to establish a full range of goals. The process requires that everyone participate, while ensuring equal input from all. Fifteen Task Force members attended.

What follows is the set of prioritized goals for future development of the Union/Salem Corridor, as generated by the members of the Union/Salem Corridor Land Use Task Force. A compendium of all issues raised by all participants in the process can be found in the Appendix to this report.

**PRIORITIZED GOALS FOR FUTURE DEVELOPMENT  
OF THE UNION/SALEM CORRIDOR**

<u>RANK VOTES</u>	<u>GOAL</u>	<u>PCT. OF</u>
1	To maintain and improve existing properties, upgrade the appearance of commercial properties, and make code enforcement a more effective tool	19.0
2	To preserve and upgrade housing and thus reduce the loss of residential neighborhoods	18.6
3	To formulate a Beautification Plan covering tree planting, overhead utility services, setbacks, and sidewalk and curb improvements	16.2
4	To establish "residential only" segments within the corridor	13.8
5T	To establish effective buffers and boundaries between residential and business uses	12.9
5T	To gain better control over all categories of land uses	12.9
7T	To improve utilities	3.3
7T	To widen Union Street to US52	3.3
<b>TOTAL</b>		<hr/> 100.0%

Using the assembled data and the prioritized goals of the Task Force as a framework, APC staff compiled three alternative land use scenarios for the Union/Salem Corridor. The Task Force met in October to consider the proposals and to combine the best points of each into a single preferred land use plan alternative. In November, the Task Force met again, this time to compile a full set of policies to accompany the preferred land use plan as part of its implementation strategy.

This document serves as a final report of the Union/Salem Corridor Land Use Task Force as well as an amendment to and refinement of the Comprehensive Plan for Tippecanoe County.

## THE LAND USE PLAN

The Union/Salem Corridor Land Use Task Force supports a land use plan designed to reinforce the residential nature of its neighborhoods while providing specific sectors for expansion of non-residential development.

The Corridor itself is one of varied land use, and is home to people who represent a full range of socio-economic backgrounds. Task Force members defined the Corridor as extending from Harrison Bridge on the west to Sagamore Parkway (US52) on the east, in a narrow band that includes about 1½ blocks to the north and south of Union and Salem Streets (*Figure 1*).

The Plan anticipates major changes in the Corridor's roadway network, and recognizes development pressures likely to ensue. These changes have been incorporated into *Figure 1*. Reconstruction of a widened, 4-laned Union Street from 21<sup>st</sup> Street to Sagamore Parkway is now scheduled for around 1990. Additionally, the ongoing Railroad Relocation Project will have a number of far-reaching effects. Both sets of railroad rights-of-way that cross the Corridor will eventually be removed. The east end of Harrison Bridge will be rebuilt around 1993 and elevated over the new riverfront rail corridor. That will bring entry and exit ramps one block further east into the Union/Salem Corridor, and will permit the removal of railroad tracks from 5<sup>th</sup> Street. Some time later, tracks will be removed from the Norfolk Southern right-of-way which cuts through the study area between 15<sup>th</sup> and 18<sup>th</sup> Streets. Adopted plans have long anticipated the reuse of the Norfolk Southern right-of-way as a new major arterial for automobile traffic, to run from Greenbush Street on the north to South Street near downtown. However track removal and road construction for this project are not likely to begin before 2005.

The Plan establishes seven distinguishable but generalized land use categories to describe the Corridor's development future. Two of these are residential (**LOW DENSITY RESIDENTIAL** and **MODERATE DENSITY RESIDENTIAL**), and two are commercial (**RETAIL** and **SERVICES**). Low density residential sectors are characterized by a nearly uniform pattern of single family homes; moderate density sectors are typified by a mix of single family, duplex and multi-family housing. Services include business, insurance and real estate offices, law firms, financial institutions, and similar uses. There is a **HOSPITAL-RELATED** category to describe the broad range of medical, commercial and residential uses that traditionally surround a major hospital, and an **INSTITUTIONAL** category, descriptive of schools, churches, community facilities, *et cetera*. A seventh land use category, a non-specific **INTEGRATED REDEVELOPMENT** sector, was created to describe the Corridor's single major underutilized site, capable of supporting a number of future land uses, either singly or in combinations.



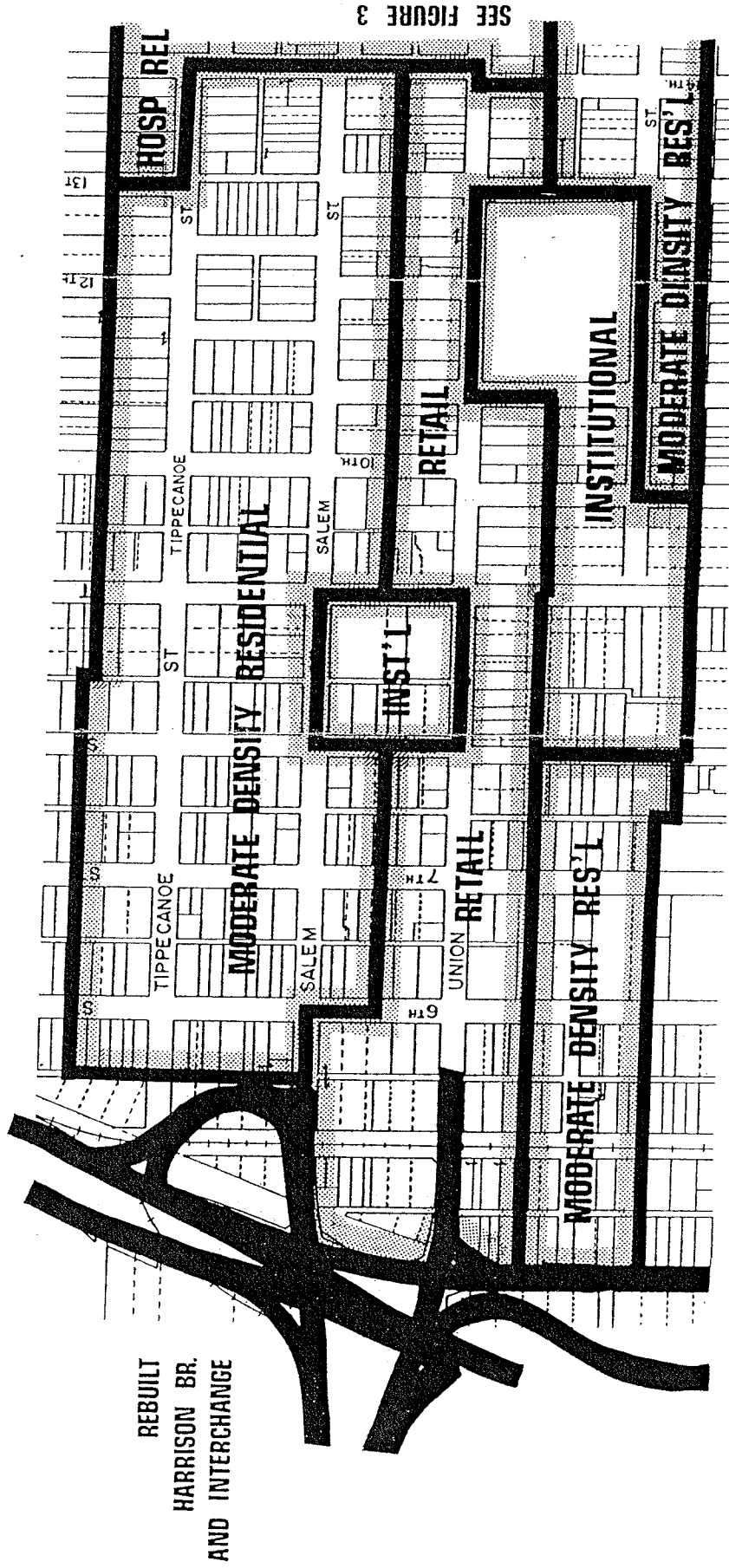
# MAP OF THE UNION/SALEM CORRIDOR STUDY AREA



FIGURE 2

# GENERALIZED LAND USE SECTORS

( UNION/SALEM WEST: HARRISON BRIDGE TO 14th STREET )



UNION/SALEM CORRIDOR  
LAND USE TASK FORCE  
FEBRUARY 1989  
SCALE 1"=265'

To simplify description of this plan, the Corridor has been divided into three subareas: **UNION/SALEM WEST**, encompassing the land from Harrison Bridge to 14<sup>th</sup> Street; **UNION/SALEM CENTRAL**, from 14<sup>th</sup> Street to 21<sup>st</sup> Street, where Union and Salem join; and **UNION STREET EAST**, from 21<sup>st</sup> to Sagamore Parkway. Figures 2, 3 and 4 correspond to these divisions.

To reiterate, the Plan describes preferred future development patterns in terms of seven kinds of generalized land use categories, arranged in sectors. The categories have single-use names, but complete uniformity will likely never be achieved in most sectors. Also, please note that this is a **plan**, and **not a zoning map** or proposed zoning map. Hopefully changes in current zoning maps will be made based on this plan. Please see the section on Implementation for further discussion of this point.

The Land Use Plan for each of these three subareas is discussed in the following paragraphs.

### **UNION/SALEM WEST** (Figure 2)

Residential, commercial and institutional land uses will continue to dominate the west end of the Union/Salem Corridor, according to the Task Force's Plan.

What will differ here, is that **RETAIL** expansion will be encouraged **along both sides of Union Street from the Bridge to 14<sup>th</sup> Street**, extending a depth of ½ block north and south. This represents a departure from the currently mixed-use nature of the west end of Union Street. However, the Task Force intends to exclude the kinds of automobile-intensive commercial activities (fast foods, convenience stores, auto service) that can conflict with neighborhood quality of life. The Task Force opted for **no** additional **RETAIL** activity **along the parallel portion of Salem Street west of 14<sup>th</sup>**, unless confined to the adaptive reuse of major residential structures, and then **only** through the Planned Development rezoning process utilizing heavy community involvement. See the section on plan implementation that follows.

**INSTITUTIONAL** uses will **maintain their positions** within this segment of the Corridor: the stretch between 8<sup>th</sup> and 13<sup>th</sup> Streets south of Union that runs from St. James past IVY Tech on to Washington School; the Armory, Crisis Center and funeral home between 8<sup>th</sup> and 9<sup>th</sup> Streets, Union and Salem; The Plan calls for the **remainder of this subarea** of the Corridor to maintain its **MODERATE DENSITY RESIDENTIAL** pattern: from the Bridge to 14<sup>th</sup> Street north of the ½-block-deep Union Street frontage; from 4<sup>th</sup> to 8<sup>th</sup> Street south of the ½-block-deep Union Street frontage; and from 10<sup>th</sup> to 14<sup>th</sup> Street south of Washington School.

(There would continue to be a small overlap of **HOSPITAL-RELATED** activity from 13<sup>th</sup> to 14<sup>th</sup> Streets north of Tippecanoe, but otherwise **no expansion of HOSPITAL-RELATED land use west of 14<sup>th</sup> Street.**) Policies to ensure continued commitment to residential neighborhoods are outlined in the section on plan implementation.

### **UNION/SALEM CENTRAL** (Figure 3)

Hospital administrators see no upcoming expansion of territory to be occupied by St. Elizabeth's Hospital; there may well be additional construction within the Hospital's current confines. However, the Task Force does recognize the nature of a major medical facility as a land use magnet. As such, the Plan anticipates an expansion of related uses surrounding St. E's, within a **HOSPITAL-RELATED** sector to run **from ½ block north of Tippecanoe Street to ½ block south of Union Street, from 14<sup>th</sup> Street to the current Norfolk Southern right-of-way** (later to be the new arterial road after railroad relocation). Such a sector will include related medical facilities, allied retail and service operations, and employee-oriented housing, but **will not serve as either a neighborhood or community-wide shopping node.**

The several blocks of land **south of the HOSPITAL-RELATED sector between 14<sup>th</sup> Street and the railroad** would maintain their current **MODERATE DENSITY RESIDENTIAL** character, a continuation of the same sector that appears at the eastern end of the Union/Salem West subarea.

East of the railroad and within this subarea, the Task Force seeks to contain the recent spread of commercial activity to its present limits, and to provide an opportunity for timely redevelopment of the Corridor's only significant portion of underdeveloped land.

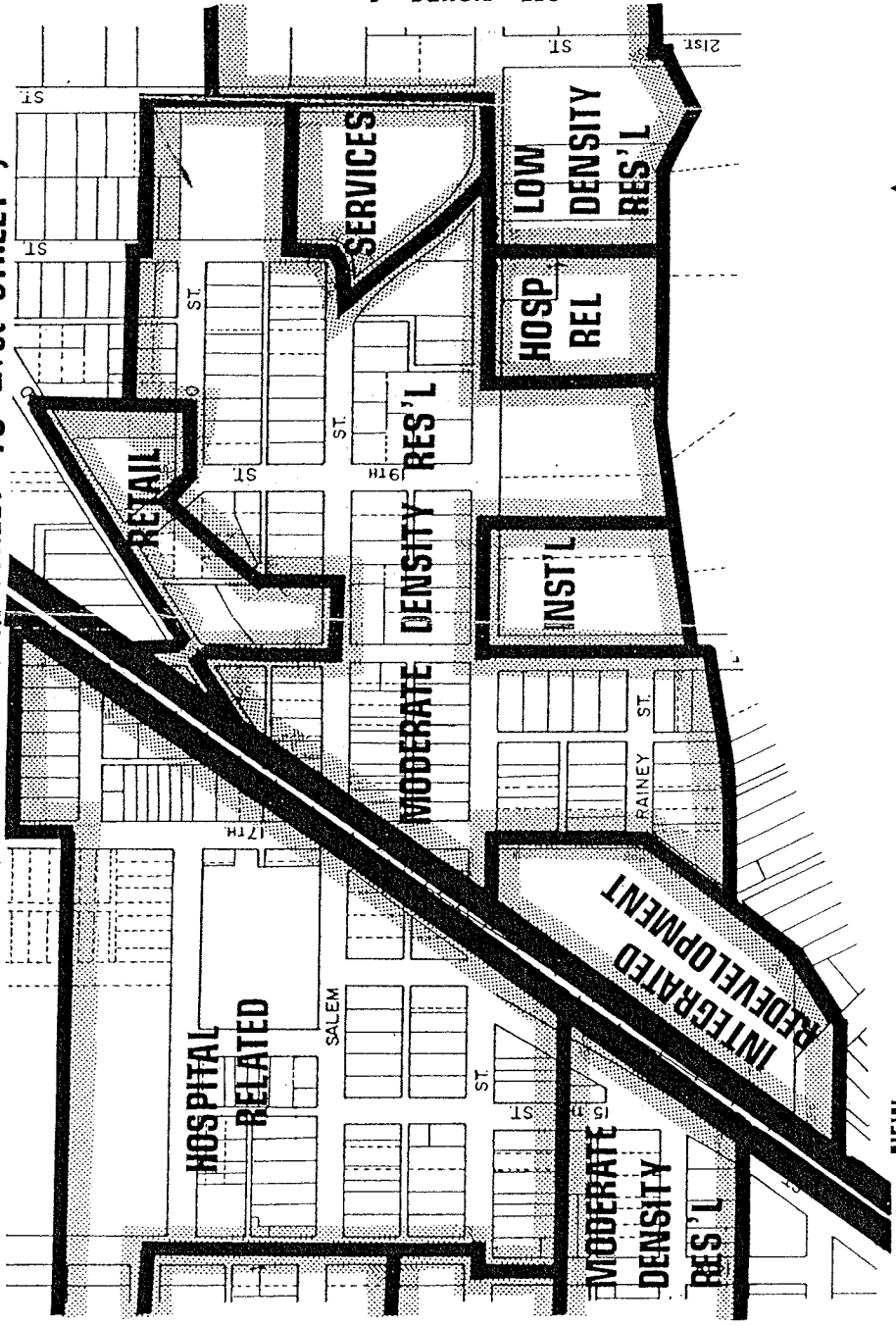
Regarding **RETAIL** land use, the Plan acknowledges its presence and future along the **south side of Elmwood Avenue from 18<sup>th</sup> street east to beyond 19<sup>th</sup> Street.** However, the Plan clearly calls for **no commercial expansion** in the future **along either side of 18<sup>th</sup> Street moving south from Elmwood.** The Task Force – brought together by the Lafayette City Council in the wake of hearings that led to approval of the new bank under construction on the east side of 18<sup>th</sup> Street between Union and Salem – is intent on maintaining the **MODERATE DENSITY RESIDENTIAL** character of this part of the Corridor.

Similarly, the Plan seeks to contain **SERVICE** sector land use within this subarea of the Corridor to the single tract of land undergoing development as an office complex **between 20<sup>th</sup> and 21<sup>st</sup> Streets on the north side of Salem.** The Task Force specifically rejected all land use plan alternatives that would connect the

FIGURE 3

# GENERALIZED LAND USE SECTORS

( UNION/SALEM CENTRAL: 14<sup>th</sup> STREET TO 21<sup>st</sup> STREET )



SEE FIGURE 4

NEW  
ARTERIAL  
ROADWAY



UNION/SALEM CORRIDOR  
LAND USE TASK FORCE  
FEBRUARY 1989  
SCALE 1" = 265'

# GENERALIZED LAND USE SECTORS

OT

new office complex and the new bank with similar land uses along either Union or Salem or both.

**MODERATE DENSITY RESIDENTIAL** land use will continue to predominate *from the railroad to 21<sup>st</sup> Street, along Union, Salem and Echo Streets*, with **INSTITUTIONAL** and **HOSPITAL-RELATED** sectors set aside *along the south side of Union Street east of 18<sup>th</sup>* to accommodate the School Corporation's football field and Lafayette Healthcare nursing home. The **LOW DENSITY RESIDENTIAL** sector which typifies much of the Union Street East subarea, overlaps this subarea *south of Union just west of 21<sup>st</sup> Street*.

Additionally within this subarea, the Task Force has designated the underdeveloped lumberyard site *between Thompson Avenue and the Norfolk Southern right-of-way* for unspecified but **INTEGRATED REDEVELOPMENT** at some point in the future. Timing of this development must be keyed to removal of railroad tracks and construction of the aforementioned vehicular arterial roadway some fifteen years from now. Whether this site is used for higher density residential development, or commercial development, or a combination of both – or indeed for some other as yet unspecified purpose – it will be essential that it derive its vehicular access solely from the new arterial and not from Thompson Street, and that it be planned and zoned as a single unit through the Planned Development zoning process.

#### **UNION STREET EAST** (Figure 4)

Unlike Union/Salem West where the Task Force calls for **RETAIL** expansion, or Union/Salem Central where the Task Force anticipates growth of **HOSPITAL-RELATED** activity and sets aside an **INTEGRATED REDEVELOPMENT** sector, Union Street East –from 21<sup>st</sup> Street to Sagamore Parkway – will maintain its current land use pattern, according to the wishes of Task Force members.

It is essential to the Task Force that *widening Union Street to four lanes not modify the residential pattern* that now exists. Thus the Plan calls for a continuation of **LOW** and **MODERATE DENSITY RESIDENTIAL** land use *along both sides of Union Street from 21<sup>st</sup> Street east nearly all the way to Sagamore Parkway*. Almost all of this residential land use represents **LOW DENSITY** development; a small **MODERATE DENSITY** sector describes Wellington Court and a nearby apartment building.

*Within this subarea, commercial activity will be confined to its current location*, that is, at the easternmost end of the Union/Salem Corridor both north and south of Union Street. *On the north side* of Union Street, **RETAIL** land use will continue to occupy a sector *from Sagamore Parkway west, but only as far as the alley west of the gas station*. A more extensive sector for **RETAIL**

activity in combination with **SERVICES** will continue to operate ***on the south side of Union Street, to just west of 31<sup>st</sup> Street.*** The Task Force stands firmly against further commercial rezonings that would encroach on residential sectors west of these boundaries depicted in *Figure 4*, and described in this paragraph.



## PLAN IMPLEMENTATION

The Union/Salem Corridor Land Use Task Force recognizes that our goals for future development within our neighborhoods – as embodied in the above described Plan – will not be achieved unless policies are adopted by the decision-making bodies that control how our land is used. To that end, we ask that the following policies regarding implementation be made an integral part of the Amendment to the Land Use Element of the Comprehensive Plan for Tippecanoe County, Indiana.

1. Future land use in the corridor will be better controlled through changes in the text of the Unified Zoning Ordinance and changes in the accompanying Official Zoning Map, designed to reflect the goals established by this Task Force.
2. We recognize that the Staff of the Area Plan Commission has now begun the extended task of rewriting the Unified Zoning Ordinance in its entirety, and cannot engage in making piecemeal amendments to the current text. But, until such time as text and zoning map changes can be proposed and adopted, the goals and policies that make up this Land Use Plan Amendment will be adhered to by the Area Plan Commission when making recommendations to the City Council, adhered to by the City Council when responding to requests to rezone land within the Corridor, and adhered to by the Lafayette Division of the Area Board of Zoning Appeals when making decisions on variance requests involving land within the Corridor.
3. The Area Plan Commission, as part of its overall revision of the text of the Unified Zoning Ordinance, will consider creating new kinds of zoning districts to meet needs within these as well as other neighborhoods:
  - a local-business-type zone that excludes the kinds of automobile-intensive commercial activities that can conflict with neighborhood quality of life (i.e., fast-food restaurants, convenience stores, auto service stations); and
  - a hospital-related zoning classification specifically permitting medical and medical-related facilities plus closely allied and specified retail and service businesses and employee-oriented housing.
4. The Area Plan Commission will consider additional zoning ordinance text changes that would preserve residential and economic vitality by enhancing the physical appearance of the Corridor:

required landscaped parking setbacks at the front property lines of commercial uses, as well as at their side lines where these abut residential uses; and

sign restrictions appropriate to local and other business districts that make them compatible with residential neighbors.

5. Following these text changes, The Lafayette City Council, in conjunction with the Area Plan Commission and its Staff, will sponsor a zoning map amendment that would accurately reflect the goals of this Land Use Plan Amendment. Such a proposal would:

encourage retailing along Union Street from Harrison Bridge to 14<sup>th</sup> Street;

discourage commercial activity along the same stretch of Salem Street;

provide ample space for hospital-related activity between 14<sup>th</sup> Street and the Norfolk Southern right-of-way; and

confine retail and service activity to its current locations east of the railroad tracks (along Elmwood, at 21<sup>st</sup> and Salem, at the Sagamore Parkway end of the Corridor), without permitting further incursion into residential districts.

6. The unified and compatible use of the lumberyard site south of Union Street, between the Norfolk Southern right-of-way and Thompson Avenue, will be ensured through the use of Planned Development zoning.
7. The preservation of older major buildings along the western portion of Salem Street through commercial or mixed commercial/residential reuse will be encouraged, but only through neighborhood involvement in the Planned Development zoning process.
8. The City of Lafayette will strengthen its commitment to the residents of these diverse but unified neighborhoods through continued and enhanced application of:

Community Development Block Grant funds;

NHS financial services to homeowners and rental property owners;

sidewalk, curb, gutter and alley improvements;

tree planting programs; and

effective street lighting.

9. In order to foster a greater emphasis on aesthetics and beautification in these as well as other neighborhoods, the City of Lafayette will create a landscape ordinance independent of the Unified Zoning Ordinance, and in conjunction with its neighborhood groups, will work with Public Service Indiana, GTE and Dimension Cable Services to explore ways of eliminating overhead utility lines wherever possible.
10. Because quality of life will be so disrupted by the widening of Union Street and the accompanying loss of so many mature trees, the City will supply replacements and will require its Forrester and the anticipated Tree Advisory Committee to contact and work closely with members of the Task Force to help restore this tree-lined residential street.
11. In order to create additional capacity for neighborhood development, the City of Lafayette will examine sanitary sewer problems in this area, hopefully to find some way of dealing with the network of old private sewers that are present here.
12. The City of Lafayette and its neighborhood groups will work with the County officials to help establish a compatible future use for the current jail site.

We, the members of the Union/Salem Corridor Land Use Task Force, have not finished our work with this final report and amendment to the Comprehensive Plan. We will maintain the networks of communication that we have developed amongst ourselves, and we will apply our energies to ensuring that these policies are adhered to by the governing bodies that have adopted them.

**APPENDIX**

**PRIORITIZED LIST OF ALL ISSUES RECORDED,  
BY SUBGROUP**

**SUBGROUP 1:**

<b><u>RANK</u></b>	<b><u>GOAL</u></b>	<b><u>VOTES<sup>1</sup></u></b>	<b><u>PCT.</u></b>
1	Establish "residential only" segments on Union and Salem Sts.	16	16.7
2T	Maintaining and improving existing properties	10	10.4
2T	Beautification plan – especially tree planting, overhead services, setbacks	10	10.4
4	Buffer residential and business uses	8	8.3
5T	Establish boundaries for business use	6	6.2
5T	Reduce loss of residential area	6	6.2
5T	Utility improvements	6	6.2
8	Straighten Salem at 14 <sup>th</sup> St.	5	5.2
9T	Increase awareness of programs and grants to improve and affect the neighborhood	4	4.2
9T	Other alternatives to Union widening proposal		4.2
12T	Replace curbs and sidewalks for pedestrian ease and safety, and to improve first impressions	3	3.1
12T	Taking time to cooperate	3	3.1
12T	Stop business from moving up Salem as it has on Union	3	3.1

15	Improve understanding and image of the area	2	2.1
16T	More thought to safety in the area	1	1.0
16T	Better services – sewer and electrical	1	1.0
16T	Allowing development to reflect current market conditions	1	1.0
16T	Development of N&W corridor to improve traffic flow	1	1.0
16T	Encourage fast food business to clean up debris	1	1.0
16T	Reduce on-street parking of business vehicles	1	1.0
TOTALS		96	99.6 <sup>2</sup>

<sup>1</sup>Throughout this listing, one vote has been added to the total for each issue recorded, including those that received no votes in the subgroup prioritization balloting. This is done so that none of the issues raised goes unnoted.

<sup>2</sup>The total does not add to 100.0% because of rounding.

#### SUBGROUP 2:

<u>RANK</u>	<u>GOAL</u>	<u>VOTES</u>	<u>PCT.</u>
1	General beautification	15	16.3
2T	Preserve housing	14	15.2
2T	Enforce housing code	14	15.2
4	Sidewalk and curb improvements	9	9.8
5T	Better control over land areas	6	6.5
5T	Widen Union St. to US52	6	6.5
5T	Setbacks to allow earthmounding, trees and shrubs	6	6.5

8	Hold General Business (GB) zoning to the south of the alley between Union and Salem Sts.	5	5.4
9	Slow down excessive speeding (reduce speed limit)	4	4.3
10T	Disallow business encroachment	3	3.3
10T	Preserve historic buildings	3	3.3
12	PD (Planned Development) zoning between 14 <sup>th</sup> and 16 <sup>th</sup> Sts. on Salem	2	2.2
13T	Rezoning Union St. to residential	1	1.1
13T	Bury utilities	1	1.1
13T	Hedgewood/Union St. intersection	1	1.1
13T	Better traffic control	1	1.1
13T	Strong working relationship between residents and businesses	<u>1</u>	<u>1.1</u>
	TOTALS	92	100.0

**SUBGROUP 3:**

<b><u>RANK</u></b>	<b><u>GOAL</u></b>	<b><u>VOTES</u></b>	<b><u>PCT.</u></b>
1	Protect quality of existing residential areas	25	27.8
2	Enhance overall aesthetics of corridor	11	12.2
3T	Upgrade appearance of commercial buildings	8	8.9
3T	More effective code enforcement	8	8.9
5	Upgrade all the homes	6	7.8

6	Put overhead powerlines underground	6	6.7
7T	Create more green space and public use areas	5	5.6
7T	Use zoning ordinance for protective buffer	5	5.6
7T	Keep the area from 21 <sup>st</sup> St. to Hedgewood residential	5	5.6
10	Improve traffic flow	3	3.3
11T	New sidewalks and curbs where needed	2	2.2
11T	Enforce speed limits	2	2.2
13T	Improve the physical condition of the houses	1	1.1
13T	Remove junk (e.g. old cars) from yards	1	1.1
13T	Adequate street lighting	<u>1</u>	<u>1.1</u>
	TOTALS	90	100.1 <sup>1</sup>

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<sup>1</sup>The total does not add to 100.0% because of rounding.

